

EXPRESSING THE SENSE OF THE HOUSE OF REPRESENTATIVES THAT
THE DEPARTMENT OF EDUCATION, STATES, AND LOCAL EDUCATION
AGENCIES SHOULD SPEND A GREATER PERCENTAGE OF FEDERAL EDU-
CATION TAX DOLLARS IN OUR CHILDREN'S CLASSROOMS

OCTOBER 28, 1997.—Referred to the House Calendar and ordered to be printed

Mr. GOODLING, from the Committee on Education and the
Workforce, submitted the following

REPORT

together with

MINORITY VIEWS

[To accompany H. Res. 139]

The Committee on Education and the Workforce, to whom was referred the resolution (H. Res. 139) expressing the sense of the House of Representatives that the Department of Education, States, and local education agencies should spend a greater percentage of Federal education tax dollars in our children's classrooms, having considered the same, report favorably thereon with an amendment and recommend that the resolution as amended be agreed to.

The amendment is as follows:

Strike the preamble and the resolve clause and insert the following:

Whereas we know that effective teaching takes place when we begin (1) helping children master basic academics, (2) engaging and involving parents, (3) creating safe and orderly classrooms, and (4) getting dollars to the classroom;

Whereas our Nation's children deserve an educational system which will provide opportunities to excel;

Whereas States and localities must spend a significant amount of Federal education tax dollars applying for and administering Federal education dollars;

Whereas several States have reported that although they receive less than 10 percent of their education funding from the Federal Government, more than 50 percent of their paperwork is associated with those Federal dollars;

Whereas while it is unknown exactly what percentage of Federal education dollars reaches the classroom, a recent audit of New York City public schools found that only 43 percent of their local education budget reaches the classroom. Further, it is thought that only 85 percent of funds administered by the United

States Department of Education for elementary and secondary education reach the school district level. Even if 65 percent of Federal education funds presently reach the classroom, it still means that billions of dollars are not directly spent on children in the classroom;

Whereas American students are not performing up to their full academic potential, despite significant Federal education initiatives, which span multiple Federal agencies;

Whereas, according to the Digest of Education Statistics, in 1993 only \$141,598,786,000 out of \$265,285,370,000 spent on elementary and secondary education was spent on "instruction";

Whereas, according to the National Center for Education Statistics, in 1994 only 52 percent of staff employed in public elementary and secondary school systems were teachers;

Whereas too much of our Federal education funding is spent on bureaucracy, and too little is spent on our Nation's youth;

Whereas getting 90 percent of Department of Education elementary and secondary education funds to the classroom could provide substantial additional funding per classroom across the United States;

Whereas more education funding should be put in the hands of someone in a child's classroom who knows the child's name;

Whereas burdensome regulations and mandates should be removed so that school districts can devote more resources to children in classrooms;

Whereas President Clinton has stated: "We cannot ask the American people to spend more on education until we do a better job with the money we've got now.";

Whereas President Clinton and Vice President Gore agree that the reinventing of public education will not begin in Washington but in communities across America and that we must ask fundamental questions about how our public school systems' dollars are spent; and

Whereas President Clinton and Vice President Gore agree that in an age of tight budgets, we should be spending public funds on teachers and children, not on unnecessary overhead and bloated bureaucracy: Now, therefore, be it

Resolved, That the House of Representatives urges the Congress, the Department of Education, States, and local educational agencies to—

- (1) determine the extent to which Federal elementary and secondary education dollars are currently reaching the classroom;
- (2) work together to remove barriers that currently prevent a greater percentage of funds from reaching the classroom; and
- (3) work toward the goal that at least 90 percent of the United States Department of Education elementary and secondary education program funds will ultimately reach classrooms, when feasible and consistent with applicable law.

PURPOSE

The purpose of this resolution is to encourage Congress, the U.S. Department of Education, States and school districts to work toward the goal of getting 90 percent of U.S. Department of Education elementary and secondary program funds into classrooms.

COMMITTEE ACTION

Congressman Joseph Pitts (R-PA), Congressman Roy Blunt (R-MO), Congressman Lindsey Graham (R-SC) and Congressman Pete Hoekstra (R-MI) introduced House Resolution 139 on May 1, 1997.

The Subcommittee on Oversight and Investigations of the Committee on Education and the Workforce held a hearing on how to ensure more Federal dollars are sent to the classroom on May 8, 1997 in Washington D.C. At that hearing, the Subcommittee received testimony from the Honorable Joseph Pitts of Pennsylvania; the Honorable Roy Blunt of Missouri; the Honorable Lindsey Graham of South Carolina; Christine Olson, Heritage Foundation Policy Analyst; Dr. Barbara Stock Nielsen, State Superintendent of Education in South Carolina; Dr. Charles Garris, Superintendent

of Unionville-Chadds Ford School District in Pennsylvania; and Helen Martin, Unionville High School Teacher.

Testimony regarding the amount of paperwork and bureaucracy that is associated with participation in Federal education programs has also been received at the twelve "Education at a Crossroads: What Works? What's Wasted?" field hearings held around the nation by the Subcommittee on Oversight and Investigations during 1997. The "Education at a Crossroads" project involves getting feedback from Americans around the country from all walks of life about what they think is working in education and where funds may be wasted.

The Subcommittee on Early Childhood, Youth and Families favorably reported the bill, with amendments, to the full Committee on Education and the Workforce on June 12, 1997 by a voice vote. Amendments adopted in Subcommittee broadened the resolved clause by encouraging all parties to determine how much of the Federal education dollar is reaching classrooms now, to remove barriers that are preventing more money from getting into the classroom, and then working toward a goal that 90 percent of funds would reach classrooms when feasible and consistent with applicable law.

On June 25, 1997, the Committee on Education and the Workforce favorably reported House Resolution 139, as amended, by a vote of 20 to 16.

COMMITTEE VIEWS

The Committee on Education and the Workforce believes that there is nothing more important to the future of our country than all children having the opportunity for a quality education. The Committee believes that this can be achieved by supporting strong basic academics, parent involvement, and getting dollars into the classroom.

There has been no comprehensive study to definitively answer the question, "How much of the Federal education dollar is currently reaching the classroom?" However, information from the Congressional Research Service, the General Accounting Office, the Heritage Foundation, the U.S. Department of Education, and the work of other school finance experts indicates that less than 90 cents of every Federal education dollar may currently be reaching the classroom.

The Committee believes that the paperwork and administrative costs that exist at every step as Federal education money makes its way to our nation's classrooms from the U.S. Department of Education should be examined to determine how much money is spent on bureaucracy. The Committee believes that Federal and State costs of administering Federal programs, as well as local costs for a school district to apply for, administer and report on Federal programs should be examined to gain a complete understanding of how funds are currently being used.

The recommendation that more Federal funds should reach classrooms directly has resulted from the "Education at a Crossroads: What Works? What's Wasted?" project. During the field hearings that the Subcommittee on Oversight and Investigations has held over the past five months, testimony was received from teachers,

principals, and state and local school administrators recommending that a greater percentage of Federal education funds need to reach classrooms directly.

A number of findings by the Subcommittee on Oversight and Investigations also indicate that the administration of Federal programs can be streamlined. For example, the Subcommittee has learned that it takes 20 weeks and 216 steps for a discretionary grant to be processed by the U.S. Department of Education from the time a decision is made to award a grant until a school district receives it. Although this is an improvement over the previous grant-making process which took over 26 weeks and 487 steps, the Committee believes this could be further improved. In addition, the Department of Education recently released a Strategic Plan to describe what they have done to make the Department more efficient and effective. They claim to have reduced the paperwork burden by 10 percent—or 5.4 million hours. Even with this improvement, 48.6 million hours of paperwork is still required by the Department. This amounts to the equivalent of 24,300 employees, working 40 hours per week, for an entire year. It is the Committee's desire that the Department of Education will continue to reinvent its management processes and regulations to ensure that a greater percentage of funds reaches teachers and students in classrooms and less time is spent on non-productive paperwork.

The Committee believes that local educators are the best people to make resource allocation decisions for their students. Teachers interact with children directly on a daily basis and know children by name. They understand their students' background and educational needs and can respond to those needs directly. The Committee wants to ensure that every tax dollar spent in Washington D.C. on education goes toward helping children learn. The Committee believes that the most effective use of education funds is to give parents and classroom teachers the authority to make decisions about how funds should be spent.

House Resolution 139 sets a standard to reduce bureaucracy at all levels in the system and get more money into the hands of someone who knows a child by name. The goal of the Committee, through this resolution, is to prioritize the way Federal education dollars are spent by putting children first and making sure that 90 percent of the Federal education dollar reaches children in classrooms, wherever possible.

The resolution calls for the Federal government, States and school districts to take a look at how money is currently being spent, and how much of the Federal education dollar actually reaches the classroom. Once we know where the money is going, we can identify barriers that prevent more money from reaching the classroom, and we can work together to remove those barriers.

SUMMARY

House Resolution 139 expresses the sense of the House of Representatives that the Department of Education, States, and local educational agencies should spend 90 percent of Federal education tax dollars in our children's classrooms.

SECTION BY SECTION ANALYSIS

House Resolution 139 contains only one section which expresses the sense of the House that the Congress, the Secretary of Education, States and local educational agencies should work together to determine the extent to which Federal elementary and secondary education dollars are currently reaching the classroom; to remove barriers that currently prevent a greater percentage of funds from reaching the classroom; and toward the goal that at least 90 percent of U.S. Department of Education elementary and secondary education program funds will reach classrooms, when feasible and consistent with applicable law.

EXPLANATION OF AMENDMENT

The Amendment in the Nature of a Substitute is explained in this report.

OVERSIGHT FINDINGS OF THE COMMITTEE

In compliance with clause 2(l)(3)(A) of rule XI of the Rules of the House of Representatives and clause 2(b)(1) of rule X of the Rules of the House of Representatives, the Committee's oversight findings and recommendations are reflected in the body of this report.

GOVERNMENT REFORM AND OVERSIGHT

With respect to the requirement of clause 2(l)(3)(D) of rule XI of the Rules of the House of Representatives, the Committee has received no report of oversight findings and recommendations from the Committee on Government Reform and Oversight on the subject of H. Res. 139.

APPLICATION OF LAW TO LEGISLATIVE BRANCH

Section 102(b)(3) of Public Law 104-1 requires a description of the application of this bill to the legislative branch. This resolution encourages Congress, the U.S. Department of Education, States and school districts to work toward the goal of getting 90 percent of U.S. Department of Education elementary and secondary program funds into classrooms; the bill does not prohibit legislative branch employees from otherwise being eligible for such services.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

Since the Resolution does not provide for any new budget authority, any new spending authority, any new credit authority, or an increase or decrease in revenue or tax expenditure, no Congressional Budget Office cost estimate is required under clause 2(l)(3)(C) of rule XI of the Rules of the House of Representatives.

NEW BUDGET AUTHORITY

Clause 2(l)(3)(B) of rule XI of the House of Representatives is inapplicable because this resolution does not provide for any new budget authority, any new spending authority, any new credit authority, or an increase or decrease in revenue or tax expenditure.

ROLLCALL VOTES

COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 1 BILL ~~2000-2001~~ DATE June 25, 1997
 AMENDMENT NUMBER 2 DEFEATED 14 - 20
 SPONSOR/AMENDMENT Mrs. Mink / amendment that strikes language in the resolution which criticizes federal paperwork and federal bureaucracy

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. GOODLING, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mrs. ROUKEMA		X		
Mr. FAWELL		X		
Mr. BALLENGER		X		
Mr. BARRETT		X		
Mr. HOEKSTRA		X		
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. TALENT		X		
Mr. GREENWOOD		X		
Mr. KNOLLENBERG				X
Mr. RIGGS		X		
Mr. GRAHAM		X		
Mr. SOUDER		X		
Mr. McINTOSH		X		
Mr. NORWOOD				X
Mr. PAUL		X		
Mr. SCHAFER		X		
Mr. PETERSON				X
Mr. UPTON				X
Mr. DEAL		X		
Mr. HILLEARY		X		
Mr. SCARBOROUGH				X
Mr. CLAY	X			
Mr. MILLER				X
Mr. KILDEE	X			
Mr. MARTINEZ	X			
Mr. OWENS				X
Mr. PAYNE	X			
Mrs. MINK	X			
Mr. ANDREWS	X			
Mr. ROEMER				X
Mr. SCOTT				X
Ms. WOOLSEY				X
Mr. ROMERO-BARCELO				X
Mr. FATTAH	X			
Mr. HINOJOSA	X			
Mrs. McCARTHY	X			
Mr. TIERNEY	X			
Mr. KIND	X			
Ms. SANCHEZ	X			
Mr. FORD	X			
Mr. KUCINICH	X			
TOTALS	14	20		11

COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 2 BILL HRes. 139 DATE June 25, 1997
 AMENDMENT NUMBER 3 DEFEATED 15 - 19
 SPONSOR/AMENDMENT Mr. Martinez / amendment in the nature of a substitute

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. GOODLING, Chairman		X		
Mr. PETRI, Vice Chairman		X		
Mrs. ROUKEMA		X		
Mr. FAWELL		X		
Mr. BALLENGER		X		
Mr. BARRETT		X		
Mr. HOEKSTRA		X		
Mr. McKEON		X		
Mr. CASTLE		X		
Mr. JOHNSON		X		
Mr. TALENT				X
Mr. GREENWOOD		X		
Mr. KNOLLENBERG				X
Mr. RIGGS		X		
Mr. GRAHAM		X		
Mr. SOUDER				X
Mr. McINTOSH		X		
Mr. NORWOOD				X
Mr. PAUL		X		
Mr. SCHAFER		X		
Mr. PETERSON		X		
Mr. UPTON				X
Mr. DEAL		X		
Mr. HILLEARY		X		
Mr. SCARBOROUGH				X
Mr. CLAY	X			
Mr. MILLER				X
Mr. KILDEE	X			
Mr. MARTINEZ	X			
Mr. OWENS				X
Mr. PAYNE	X			
Mrs. MINK	X			
Mr. ANDREWS	X			
Mr. ROEMER	X			
Mr. SCOTT				X
Ms. WOOLSEY				X
Mr. ROMERO-BARCELO				X
Mr. FATTAH	X			
Mr. HINOJOSA	X			
Mrs. McCARTHY	X			
Mr. TIERNEY	X			
Mr. KIND	X			
Ms. SANCHEZ	X			
Mr. FORD	X			
Mr. KUCINICH	X			
TOTALS	15	19		11

COMMITTEE ON EDUCATION AND THE WORKFORCE

ROLL CALL 3

BILL H.Res. 139

DATE June 25, 1997

PASSED 20 - 16

SPONSOR/AMENDMENT Mr. Petri / motion to report the resolution to the House with amendments
and with the recommendation that the amendment be agreed to and that the resolution as amended pass

MEMBER	AYE	NO	PRESENT	NOT VOTING
Mr. GOODLING, Chairman	X			
Mr. PETRI, Vice Chairman	X			
Mrs. ROUKEMA	X			
Mr. FAWELL	X			
Mr. BALLENGER	X			
Mr. BARRETT	X			
Mr. HOEKSTRA	X			
Mr. McKEON	X			
Mr. CASTLE	X			
Mr. JOHNSON	X			
Mr. TALENT				X
Mr. GREENWOOD	X			
Mr. KNOLLENBERG				X
Mr. RIGGS	X			
Mr. GRAHAM	X			
Mr. SOUDER	X			
Mr. McINTOSH	X			
Mr. NORWOOD				X
Mr. PAUL	X			
Mr. SCHAFER	X			
Mr. PETERSON	X			
Mr. UPTON				X
Mr. DEAL	X			
Mr. HILLEARY	X			
Mr. SCARBOROUGH				X
Mr. CLAY		X		
Mr. MILLER				X
Mr. KILDEE		X		
Mr. MARTINEZ		X		
Mr. OWENS				X
Mr. PAYNE		X		
Mrs. MINK		X		
Mr. ANDREWS		X		
Mr. ROEMER		X		
Mr. SCOTT				X
Ms. WOOLSEY				X
Mr. ROMERO-BARCELO		X		
Mr. FATTAH		X		
Mr. HINOJOSA		X		
Mrs. McCARTHY		X		
Mr. TIERNEY		X		
Mr. KIND		X		
Ms. SANCHEZ		X		
Mr. FORD		X		
Mr. KUCINICH		X		
TOTALS	20	16		9

MINORITY VIEWS

We agree with the Republican Majority that there is nothing more important to the future of our country than that all children have the opportunity for a quality education. However, this resolution is steeped in political rhetoric aimed at undermining the credibility of the U.S. Department of Education and the programs it operates. Rather than promoting educational opportunities, this resolution, based upon unproven and dubious assertions, fosters partisan division.

Among the many questionable premises of H. Res. 139 is the statement that 3 years ago, less than 60 percent of the funds spent on elementary and secondary education was spent on “instruction.” Evidencing the incredulous nature of such a bald claim is the fact that the determination of whether an expense is classified as administrative or instructional varies from one school district to another. Some schools classify expenses for teacher aides and professional development as administrative, while others classify them as instruction. In this instance, and in many others throughout the resolution, the claims advocated by the Majority have no proven basis in fact.

The Majority also claims in its committee report that “less than 90 cents of every Federal education dollar *may* currently be reaching the classroom” (our emphasis). The authorities they cite as endorsing their view are the Congressional Research Service, the General Accounting Office, the Heritage Foundation, and the U.S. Department of Education. What troubles us most about this statement is the use of the tepid word “may.” Clearly, the Majority is unsure if this statement has a factual basis. The Committee should not be in the practice of propounding statements that cannot be proved and ascribing outside endorsements to such tenuous assertions.

The Majority tries to create the impression that the Department of Education and the programs it operates are gobbling up funds for often wasteful administrative purposes, rather than targeting dollars to the classroom. This conclusion is misleading and was never proved by the Majority during the consideration of this legislation. Nearly all major education programs mandate a 5 percent cap on funds that may be used by State and local educators for administrative purposes. The statutory limits contained in our Federal education laws specifically ensure that the funds we provide are going to benefit the students.

Finally, passage of this resolution will do little to respond to the real needs of our nation’s schools and students. We need to adopt a positive approach to educational progress; one that emphasizes how the Federal government can assist local school reform or help repair crumbling schools. We should work together in a bipartisan fashion to address those tangible issues which affect our nation’s

children. We hope that future efforts by the Committee will be directed toward such positive ends rather than wasted in unnecessary, unconstructive rhetorical exercises.

WILLIAM L. CLAY.
DALE E. KILDEE.
MAJOR R. OWENS.
PATSY T. MINK.
TIM ROEMER.
LYNN WOOLSEY.
CHAKA FATTAH.
CAROLYN MCCARTHY.
RON KIND.
HAROLD E. FORD, Jr.
GEORGE MILLER.
MATTHEW G. MARTINEZ.
DONALD M. PAYNE.
ROBERT E. ANDREWS.
BOBBY SCOTT.
CARLOS ROMERO-BARCELÓ.
RUBÉN HINOJOSA.
JOHN F. TIERNEY.
LORETTA SANCHEZ.
DENNIS J. KUCINICH.

